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FIRST COUNTRY COOPERATION FRAMEWORK FOR NIGERIA 1997-2001

CONTENTS

		Paragraphs	Page
INTRODUCTION		1 - 2	3
I.	NATIONAL DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE	3 - 13	3
II.	RESULTS AND LESSONS OF PAST COOPERATION	14 - 23	5
III.	PROPOSED STRATEGY AND THEMATIC AREAS	24 - 44	7
	A. Socio-economic management and policy support for SHD	28 - 33	7
	B. Job creation and sustainable livelihoods	34	8
	C. Social development	35 - 39	8
	D. Sustainable agriculture and rural development	40 - 44	9
IV.	MANAGEMENT ARRANGEMENTS	45 - 52	10
	A. Execution and implementation	45 - 48	10
	B. Monitoring and review	49	11

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CONTENTS (continued)

	Paragraphs	Page
C. Resource mobilization and strategy	50 - 51	11
D. Consultation and cooperation with the donor community	52	11
Annex. Resource mobilization target table for Nigeria (1997-2001)		12

INTRODUCTION

1. The fourth country programme for Nigeria covered the period January 1992 to December 1996. The preparatory processes for the first country cooperation framework included the country strategy note (CSN) and the advisory note. The former describes the long-term vision of Nigeria for sustainable human development (SHD), while the latter reflects appropriate UNDP strategies and programmes for supporting Nigeria's SHD goals.

2. The CCF is an initiative of the Government in close collaboration with UNDP and specialized United Nations agencies. It articulates and outlines the main areas of focus and elements of an agreed-upon cooperation strategy for the use of UNDP resources and services, focusing on the national needs identified at the three levels of government (Federal, State and local) and takes into consideration the roles of non-governmental organizations (NGOs), community-based organizations (CBOs) and the organized private sector.

I. NATIONAL DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

3. By virtue of its size (about 100 million people spread over an area of about 924,000 square kilometres) and abundant natural resources, Nigeria is a major economic factor in sub-Saharan Africa. The Government has made spirited efforts in the last four decades to improve the well-being of its people by strengthening a broad range of social, economic, institutional and political reforms and adjustment programmes. Many macroeconomic policy measures were introduced with the overall objectives of reducing inflation, minimizing the pressure of the external sector, reducing unemployment, increasing reserves, achieving moderately stable exchange rates, as well as attaining overall economy growth. Some specific multisectoral programmes such as the Directorate of Food, Roads and Rural Infrastructure were put in place for speedier development of rural areas.

4. Despite these efforts, however, the Government is concerned about the socio-economic conditions in the country: according to most indicators, the country appears to have been witnessing some decline in its economic and social performance since 1980. Gross national product (GNP) per capita, which was about $1,000 in 1980, stood at only $260 in 1995 while real per capita income and real per capita consumption were only $140 and $120 respectively at the current market prices with a double-digit inflation rate.

5. A worrisome aspect of the national development trend is that despite recent recorded GDP growth rate of over 3 per cent, the published data on education, health, access to water and sanitation and food security show a decline from the peak levels achieved in the 1980s. In comparison with the rates in the region, the illiteracy rate by 1995 was high at 64 per cent for female and 41 per cent for male. The gross enrolment ratio at the primary level is 72 per cent while figures for secondary and tertiary levels are only 20 per cent and 35 per cent respectively. Only 53 per cent of the urban households and 36 per cent of the rural households have access to safe drinking water. Access to health services

was estimated at 56.5 per cent in 1993; life expectancy at birth is still as low as 51.9 years; and recent official statistics indicate that infant mortality is 114 per 1,000 live births.

6. Nigeria's rating in the human development index (HDI) was 137 out of 174 countries surveyed in 1996 with a surprisingly low value of 0.40. It appears that a large percentage of the population is not benefiting from wealth generated during the periods of economic recovery. The Government views with concern the recent official statistics on poverty, which indicate that about 36 per cent of the population is extremely poor and 36 per cent moderately poor.

7. The Government has also taken note of a number of environmental problems resulting from people's attempts to utilize their natural resources for economic and social development. These include deforestation and loss of biodiversity, pollution and land degradation.

8. In the area of women's advancement, the weak performance of the country as indicated by the low gender-related development index (GDI) and gender empowerment measure (GEM) values of 0.38 and 0.198 respectively is of concern to the Government.

9. In view of the foregoing, the Government has recognized that much investment in basic human capabilities and empowerment for participation (economic, social, political and professional) is needed to be able to cross the line between underdevelopment and development. Focusing its vision of development on SHD, the Government is concentrating budgets, rolling plans and perspective plans as macroeconomic tools to promote human-centred development. The objective is to ensure that by the year 2010, Nigeria will have achieved considerable economic advance within a stable polity and in social harmony.

10. The national development plans and budgets emphasize poverty alleviation as a priority. To achieve this goal, the Government established a Poverty Alleviation Programme Development Committee in 1995 under the leadership of the National Planning Commission and with membership drawn from Government Ministries/Agencies, United Nations specialized agencies, the World Bank, ODA and the European Union. The Community Action Programme for Poverty Alleviation, designed by the Committee, has been put in place by the Government and implementation of the Programme has started with execution of pilot projects. The overall goal is to design a poverty alleviation programme that directly targets the poor and involves them in programme design and implementation to reduce poverty in Nigeria from the present level of about 40 per cent of the population to 20 per cent by the year 2010. Other initiatives have been taken by the Government to promote accountability and transparency, good governance and the decentralized management of development.

11. Given the country's wealth of human and natural resources, the Government envisages the role of donor agencies as one of supporting the country to realize its full potential for development, especially the need to address glaring national disparities and capacity gaps. In this context, donor agencies in Nigeria are expected to play a role in facilitating the successful completion of the process of political transition and the establishment of democracy at all

levels of government. Areas of support include voter enlightenment and education of the citizenry concerning their civic rights and responsibilities.

12. The Government welcomes the contributions of the United Nations development system, particularly of UNDP, in the process of formulation and articulation of a new national vision for development. It also expects UNDP to make available to the recently inaugurated National Committee on Vision 2010 the reports on the progress of the UNDP-sponsored studies of visions prepared by the Nigerian States for development based on the perception and expectations of the people. These will be additional to reports from vision studies, consultancies, seminars, and workshops, to be commissioned by UNDP in support of government efforts.

13. The role of the Resident Coordinator will be to foster coordination to ensure harmonization of the activities of United Nations specialized agencies to support national initiatives in its identified priority areas. A key challenge for the agencies and other donors will be to adopt a consistent approach to critical issues such as gender and community participation and to harmonize their processes and procedures to ensure efficient disbursement, transparency and accountable reporting. These tasks will be given top priority.

II. RESULTS AND LESSONS OF PAST COOPERATION

14. The nine national programmes supported by UNDP in the fourth country programme were in agriculture and rural development; mass literacy; women in development; urban informal sector; small- and medium-scale enterprises; national statistical and information system; health, environment and aid management.

15. During the programme, there was a transition from the project to the programme approach and to the national execution modality in programme formulation and implementation. Minimal progress was made during the first half of the programme because of the learning process. However, appreciable progress in input delivery and implementation was recorded in the latter part. The mid-term review, held in April 1995, and the 1995 annual review of UNDP-assisted programmes, in February 1996, showed that the nine national programmes are capable of making developmental impact on the socio-economic needs and national development priorities of Nigeria. The consolidation of the programmes in the CCF will take account of the lessons learnt in the design and implementation of the fourth country programme. Decentralized implementation of projects involving NGOs, CBOs, and the organized private sector will be vigorously pursued to enhance delivery and ensure impact.

16. There were significant achievements during the country programme in policy formulation, capacity-building, programme implementation and resource mobilization.

17. Policy dialogue. In collaboration with the Government, NGOs, CBOs, the organized private sector and the media, UNDP undertook a series of dialogues on topical issues in the areas of SHD, poverty alleviation, accountability and transparency, medium-term economic programmes and strategies and long-term

perspective planning. These dialogues served as forums for the exchange of ideas, information and sensitizing people to decision-making; they also assisted in sharpening policy designs and focuses that enhanced programme implementation.

18. Capacity-building. Capacity-building was a core element of the UNDP support to Nigeria under the country programme. All the nine national programmes being supported by UNDP made greater impact in the building of national capacities in programme formulation, design, management, implementation, monitoring and evaluation, including financial reporting and record-keeping.

19. Programme implementation. The programme approach and national execution have been adopted as the modality for implementing donor-assisted programmes in Nigeria. Capacity-building initiatives have been introduced for national execution and the decentralized implementation structure. The devolution and decentralization of the implementation process shifted the main focus of UNDP cooperation from the Federal to the State, local government and community levels. This emphasis on grass-roots development has so far proved effective in securing the greater involvement of the ultimate beneficiaries and thus ensuring sustainability.

20. UNDP has assisted in establishing a management structure that enhances the implementation of programmes. Activities at the three tiers of government and at the community level are coordinated by committees. These are the National Programme Coordination Committee, the National Programme Implementation and Review Committee and the Programme Management Units at the Federal level. Similar institutions in existence at the State and local government levels are the State Programme Coordination Committees, the State Programme Implementation and Review Committees, and the Local Government Programme Coordination Committees.

21. Given the size of the country and the complexity of the programmes being implemented, the new six-zone arrangement, around which the 36 States and the Federal Capital Territory will be clustered, is best suited for effective programme implementation. This new zonal arrangement supersedes the State-level structure: the National Programme Coordination Committee concentrates on broad programme management and policy support while the various zones will be more involved with implementation arrangements.

22. Resource mobilization. UNDP has further impacted on SHD in Nigeria by its ability to mobilize resources, especially through the payment of the government cash counterpart contribution. The level of the contributions (approximately $5.6 million) reflects the shift that ensured that the nine national programmes of the cycle were funded in part by the beneficiaries as a mark of ownership and to ensure sustainability.

23. The total external assistance anticipated from the donor community during the fourth country programme was about $600 million. However, apart from the indicative planning figure of $87.6 million, inflows of resources did not materialize because of the general attitude of the donor community towards Nigeria's democratization process.

III. PROPOSED STRATEGY AND THEMATIC AREAS

24. The Government has identified poverty alleviation as a problem that requires serious intervention during the next programming period. It has put in place several initiatives aimed at reducing poverty, such as Vision 2010, which will address the socio-economic and political facets from a long-term perspective, and the establishment of the Community Action Programme for Poverty Alleviation. The focus of UNDP cooperation should be to assist Nigeria in its efforts to reduce poverty and develop national capacities for self-reliance. The Government welcomes the overall UNDP strategy of support to build and strengthen internal capacities for SHD, based on popular participation and national ownership of the development process.

25. The operational objectives of UNDP in this endeavour should be selective capacity-building and advocacy support to macroeconomic policy formulation; management of development cooperation; governance and national execution; the adoption of integrated community-based poverty reduction schemes in selected communities; and the creation of jobs.

26. The Government agrees with the proposal in the advisory note to consolidate the nine programmes under the fourth country programme into four multisectoral programmes and to continue focusing on SHD, with poverty reduction as the core objective. The four programmes are congruent with national priorities and programmes that constitute the national development agenda and should ensure improved coordination and greater harmonization of UNDP cooperation for national development. The programmes areas are: (a) socio-economic management and policy support for SHD; (b) job creation and sustainable livelihoods; (c) social development; and (d) sustainable agriculture and rural development.

27. Support activities to the four programme areas will adopt a two-pronged approach, namely policy support and programme support. The objective in the area of policy support will be to provide assistance to sharpen the management tools and policy instruments to enhance human-centred development. Programme support, on the other hand, involves assistance in the areas of job creation and sustainable livelihoods, social development, and sustainable agriculture and rural development.

A. Socio-economic management and policy support for SHD

28. Support to the Government in this area will focus on the following five tasks: (a) support to national policy strategy and programme formulation; (b) management of development cooperation; (c) governance; (d) capacity-building for national execution; and (e) sustainable urban growth and development.

29. Support to national policy strategy and programme formulation. Support to this subprogramme will contribute to the strengthening of national institutional capacity to formulate national policies and strategies on social, economic, financial and debt management issues. It will also support the Government's attempts to improve its database for planning, monitoring and evaluation at all levels and will be specifically directed to addressing various dimensions of poverty.

30. Management of development cooperation. The aim is to improve public sector capacity to manage local and external resources and donor coordination for greater impact of development cooperation.

31. Governance. The programme objective is to strengthen the capacity of national institutions to underpin the Government's transition to democratic rule and good governance. Activities will focus on the Government's efforts to reinforce the links between good policies, leadership and institutions. Appropriate public service reforms will be undertaken, especially where there are developmental responsibilities. Other areas of support are building good partnerships with civil society and building the capacities of NGOs and CBOs to enable them to play effective advocacy roles for people-based development.

32. Capacity-building for national execution. This will be designed to support government activities to create the requisite capacity for national execution and the programme approach at all levels of government. The existing capacities of the Transfer of Knowledge through Expatriate Nationals, technical cooperation among developing countries, the United Nations International Short-Term Advisory Resources and the United Nations Volunteers will be expanded and more effectively used to enhance programme implementation.

33. Sustainable urban growth and development. Nigeria is one of the most urbanized countries in sub-Saharan Africa. However, inadequacies in urban housing, infrastructure, amenities, and employment constitute some of the nation's most pressing urban problems. The support programme will focus on capacity-building for urban management, the development of human settlements, urban infrastructure and improvement of living conditions of the urban population through strengthening local governments and maximizing community participation using programmes such as the United Nations Centre for Human Settlements Sustainable Cities Programmes and urban and housing indicators.

B. Job creation and sustainable livelihoods

34. The Government recognizes that the informal sector and small- and medium-size enterprises are the most cost-effective ways of instituting programmes that generate income and reduce poverty in urban and rural areas. The strategic objective of the Government in the area of job creation and sustainable livelihoods is to establish a market-oriented economy, open trade and investment opportunities with the aim of reducing poverty; cooperation will therefore centre on areas that have the greatest potential. The main goals will remain job creation, access to credit for market operators and the penetration of export markets.

C. Social development

35. Government objectives in the social sector are borne out of the realization that investment in functional education and health are central to strategies for poverty reduction. Programme support will follow an integrated, holistic approach, operating through the following programme areas.

36. Functional mass literacy. The government plan is to raise the adult functional literacy rate in the country from 60 per cent to 90 per cent by the year 2010 through the institution of functional mass literacy programmes. UNDP support will be given to non-formal and adult functional education targeted at girls, women, farmers, informal sector operators and other community members.

37. Health support for improved productivity. The Government will require UNDP to work closely with donors such as the World Health Organization, the United Nations Children's Fund, the United Nations Population Fund, the European Union and the World Bank to support the Primary Health-Care components of the national health policy to reach the poor, especially women and children. Donor assistance will also support the establishment of village health schemes, strengthen the existing health delivery system at the local government level and promote improvements in water and sanitation facilities. Programmes for improving the nutritional status of the people, the eradication of guinea worm and the reduction of diarrhoea will be supported in selected communities. The establishment of community-based vocational centres for rehabilitating the disabled, the prevention and control of HIV/AIDS are other programmes that will be supported.

38. Empowerment of women. The Government is in the process of formulating a national policy on women-in-development to enable women to participate effectively in the development process. Support programmes will be designed to strengthen formal and non-governmental women institutions to enable them to play important roles in advocacy and to ensure greater participation of women in the development process.

39. Harmonized United Nations programming for targeted poverty reduction: Model communities. UNDP will collaborate with United Nations specialized agencies to undertake joint programming in selected communities from among the poorest to support the development of comprehensive and integrated model poverty-reduction projects.

D. Sustainable agriculture and rural development

40. Agriculture remains the mainstay of the Nigerian population. There is a need for policies that provide sustainable livelihoods for the rural poor and the development of strategies that promote rural development and sustainable agriculture. Programme support will be provided in the following areas.

41. Productivity improvement. Assistance in this area will focus on food security through the elimination of post-harvest food losses; the strengthening of agricultural extension services; adopting appropriate methods and technology; establishing small irrigation development schemes; improving input supply services and credit to farmers; and promoting the role of the private sector in sustainable agriculture.

42. Labour-based infrastructure. The Government's efforts at bringing about improvements in infrastructural and social services through the provision of technical assistance for the rehabilitation of feeder roads and rural transport systems that improve and sustain the agricultural sector will be supported.

43. Women in agriculture. In order to rectify the situation whereby women, who produce a large proportion of the total food supply, continue to live in abject poverty, the Government's efforts to increase women's access to agricultural land, credit and other facilities will be supported.

44. Land/environmental management. Environmental degradation and poverty are highly correlated in rural areas. The Government will require support for programmes that address the concern for natural resources and soil conservation; soil quality improvement; erosion/flood control; the combat against drought and desertification; water resources management; and the provision of alternative/sustainable energy.

IV. MANAGEMENT ARRANGEMENTS

A. Execution and implementation

45. The Government has adopted the programme approach and national execution as the key modalities for the delivery of all technical cooperation in Nigeria. Substantial progress has been made in the adoption of the modalities. However, there is still need for further improvement to ensure more effective programme delivery and sustainability. The modalities will undergo further fine-tuning during the CCF in order to optimize their impact. The National Planning Commission will still be responsible for the coordination of all external assistance (multilateral, bilateral and regional) and serve as the focal point for UNDP cooperation in the country. It will bring together all external aid inflows and facilitate aid coordination and integration into national development planning in general and the work of the Resident Coordinator, in particular. However, the Government recognizes the need for further strengthening of the International Cooperation Department of the National Planning Commission so that it can cope with the additional responsibilities imposed by the adoption of national execution.

46. Efforts will be made to ensure the six-zone management structure (see para. 21) does not constitute bureaucratic and administrative bottlenecks.

47. In line with the programme implementation management arrangements noted in paragraph 20, the National Programme Coordinating Committee will oversee the CCF while the National Programme Implementation and Review Committees will oversee each of the four programmes. The former will be coordinated by the National Planning Commission and the latter by their respective executing agencies.

48. The role of the committees will be to monitor the implementation of all programmes at the decentralized level, provide policy guidelines and direction for the programmes and ensure transparency and accountability in their implementation.

B. Monitoring and review

49. The existing review mechanisms will continue to be used for programme review and to provide policy direction. Implementing agencies will be required to submit annual progress reports highlighting achievements, constraints and prospects of the programmes. Different levels of field monitoring in addition to an independent annual audit will also continue to be used to ensure accountability and transparency. These are: (a) monitoring of start-up systems; (b) financial monitoring; (c) inputs monitoring; (d) outputs/capacity-building monitoring; (e) impact/sustainability monitoring; and (f) annual audit and evaluation.

C. Resource mobilization and strategy

50. Resource mobilization for programme implementation in the CCF will be in accordance with the new principle of target for resource assignment from the core (TRAC) (see annex). The reinvigorated implementation machinery will ensure that about 50 per cent of the resources reach the direct beneficiaries at the grass-roots level.

51. Government cost-sharing and government cash counterpart contribution will represent major sources of non-core resources. In addition, the Government expects continued support from such mechanisms as the Global Environmental Facility, the Montreal Protocol and the Office to Combat Desertification and Drought. UNDP will promote the reallocation of funds between and within programmes as necessary for optimization of resource use, UNDP will support the mobilization of local resources through such means as the Technical Cooperation Trust Fund and direct assistance to communities by donors, oil companies and philanthropists.

D. Consultation and cooperation with the donor community

52. Consultations between the Government and the donor community are ongoing. A regular forum has been established for quarterly meetings of the Government and the donor community to rationalize all development efforts and synchronize them with technical support. The insights from these wide-ranging consultations have strengthened the specific emphasis now placed by UNDP and donors in supporting the Government to make its poverty alleviation strategies and plans as comprehensive, participatory and pragmatic as possible.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR NIGERIA (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	30 354	
TRAC 1.1.1	41 755	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
Other resources	66	SPR
SPPD/STS	3 695	
Subtotal	75 870[a]	
NON-CORE FUNDS		
Government cost-sharing	97	
Sustainable development funds: - Montreal Protocol	830	
Third-party cost-sharing	-	
Funds, trust funds and others	-	
Subtotal	927	
GRAND TOTAL	76 797[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.